

SECTION 3

Current Conditions & Constraints in Tyreeanna/Pleasant Valley

History of the Tyreeanna/Pleasant Valley Neighborhood and the City of Lynchburg

The Tyreeanna/Pleasant Valley area was annexed from Campbell County into the City of Lynchburg in 1976. In the “Order of Annexation,” the Circuit Court found that:

The annexation area, when taken together with the present area of the City of Lynchburg, forms a reasonably compact body of land and such area is adapted to city improvements and will be needed in the reasonably near future for development.

As part of the Order of Annexation, the City agreed to provide the Tyreeanna/Pleasant Valley area with water improvements along Route 460, Concord Turnpike, Statham Road, Tyreeanna Road, and Holcomb Path Road. These water improvements have been completed, so that City water is available throughout the area.

The City also agreed to provide some sewerage improvements in the area. One of the sewer lines included in the agreement ran through the area that became the City landfill, so that line was rerouted to a slightly different location. Another short line on Statham Road would have required a pump station, so this line was dropped and another, not in the agreement, was added. City sewer is now available to the same number of households as it would have been had the sewer lines been installed exactly as described in the Order of Annexation.

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Current Demographics

According to the 2000 Census, there are 672 people living in the Tyreeanna/Pleasant Valley neighborhood. This represents just over 1% of those living in the entire City. When considering the provision of City services, the City locates each school, fire station, park, or other public facility in the area it serves. Because the population of the neighborhood is such a small fraction of the total City population and most public facilities are intended to serve a larger number of people, very few City facilities are located in the neighborhood. For example, the Fire Department sends units from Station 6 located near Miller Park and from Station 2 on Grace Street to answer calls in the Tyreeanna/Pleasant Valley area. Also, children from the neighborhood attend William Marvin Bass Elementary School located on Seabury Avenue in the Fairview Heights neighborhood.

Table 3.1 includes information about the population of the neighborhood, the ages of its inhabitants, the number and size of households, as well as the numbers of owned, rented, and vacant dwellings. Each of these figures is compared with the same figure for the City as a whole, showing the percentage represented by the neighborhood.

Table 3.1. Demographic Information for the Tyreeanna/Pleasant Valley Neighborhood

Demographic	City	Tyreeanna/Pleasant Valley	% T/PV of City
Population	65,269	672	1.03%
Male	29,841	344	1.15%
Female	35,428	328	0.92%
Median Age (years)	35.1	38.6	n/a
Persons Under 20 Years of Age	17,907	179	0.99%
Male	8,847	179	0.99%
Female	9,060	100	1.13%
No. of Households	25,477	271	1.06%
Median Household Size (persons/household)	2.30	2.48	n/a
No. of Housing Units	27,640	296	1.07%
Occupied Units	25,477	271	1.06%
Owner Occupied	14,914 (58.5%)	197 (72.7%)	1.32%
Renter Occupied	10,563 (41.5%)	74 (27.3%)	0.70%
Vacant	2,163 (7.83%)	25 (8.44%)	1.15%

This information comes from the 2000 U.S. Census. The Tyreeanna/Pleasant Valley figures are those for Block Group 4 of Census Tract 13 in the City of Lynchburg. This Block Group area has almost exactly the same boundaries as the neighborhood plan area.

Current Land Uses

Current land uses in the Tyreeanna/Pleasant Valley neighborhood include: residential, commercial, light industry, heavy industry, private institution, public, and semi-public. The majority of the land is either in residential or public use; there are only a few commercial or industrial uses. Thus, the neighborhood is not now an employment center; it is more of a bedroom community for those working in other parts of the City or in nearby counties.

Residential

Most of the homes in the neighborhood are single family, with a few multifamily ones, and a mobile home park on Route 460, just west of the railroad tracks. The 2000 median house value for Block Group 4 (Census Tract 13), which covers the Tyreeanna/Pleasant Valley Neighborhood, is \$56,500. The median household income for this neighborhood (1999 dollars) is \$30, 833, putting the tract in the moderate-income category.

Commercial

The commercial uses in the neighborhood are located primarily along Route 460 and include: the Stop In gas station/convenience store (at the corner of the Concord Turnpike and Route 460); Templeton's Market; the East Side Plaza with several small stores, a carwash, and an extended stay hotel; Jumbo's Family Restaurant; the Falwell Airport; and ACS Transmissions.



Templeton's Market has served the neighborhood, as well as travelers, for many years.

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The East Side Plaza includes a car wash, a sandwich shop, and several offices to serve the neighborhood and the City.

Light Industry

A tobacco warehouse, located off of Richmond Highway behind the new Pleasant Valley Baptist Church, is the only light industry in the neighborhood.

Heavy Industry

Truck Body, on Route 460, is the only heavy industry now located in the neighborhood.

Private Institution

Private institutions include the Tyreeanna United Methodist Church on Tyreeanna Road, the Pleasant Valley Baptist Church on Route 460, and the Shekinah Glory Baptist Church on Route 460.

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The Tyreeanna United Methodist Church has been a part of the neighborhood for years, serving as a location for public meetings as well as a church.

Public

Public uses include the current City landfill, with its entrance off of Concord Turnpike; the proposed location of the future City landfill on the opposite side of Concord Turnpike; the City's wastewater treatment plant, also on Concord Turnpike; two state laboratories on Tyreeanna Road, and several scattered parcels, some of which are vacant, owned by the City and the state (VDOT).

Semi-public

A cemetery off Megginson Road is the only semi-public land use in the neighborhood.

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Current Zoning

Property in the Tyreeanna/Pleasant Valley neighborhood is currently zoned residential, commercial, industrial, and resource conservation. The majority of the area is either designated residential or resource conservation. This zoning pattern was established when the City adopted its current Zoning Ordinance in December 1978, and has not changed substantially since then.

The following is a description of each of the residential, commercial, industrial, and resource conservation areas in the neighborhood.

Residential

Most of the area on both sides of Route 460 between the City's eastern corporate limit and the Norfolk & Southern railroad tracks is zoned residential, either R-2, Low-Medium Density Single-Family, or R-3, Medium-Density Two-Family Residential. All three churches and the cemetery are located in this area. Some of the parcels in the area between Nickerson Road, the Concord Turnpike, and Kavanaugh Road are zoned residential, but have been purchased by the City for possible use as the future landfill.

The mobile home park is located just west of the railroad tracks on property zoned B-5, General Business, and R-3, Medium-Density Two-Family Residential.

ACS Transmissions is a nonconforming use located on a residentially zoned parcel.

Commercial

The few commercial uses are primarily zoned B-3, Community Business, with one parcel zoned B-1, Limited Business, where the City's solid waste management headquarters are located. There is some B-3 property in the northwest corner of the intersection of Route 460 and the railroad tracks that is currently occupied by the mobile home park.

Industrial

Industrially zoned parcels are generally on the other (west) side of the Norfolk & Southern railroad tracks. Truck Body and the Falwell Airport are the two primary industrial areas. There is also an isolated industrially zoned area at the end of Kavanaugh Road overlooking the James River and a parcel adjacent to the wastewater treatment plant.

Resource Conservation

Much of the area is zoned Resource Conservation. Many of the steep-sloped stream valleys, the current City landfill, and portions of the new landfill are in this district.

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Potential Conflict Areas Between the Current/Future Land Use & Zoning

There are several areas where the current zoning does not agree with either the current land use or the proposed future land use. During the process of revising the City's Zoning Ordinance and Zoning Map, the areas listed in Table 3.2 need to be addressed and the conflicts resolved:

Table 3.2. Areas of Potential Conflict Between Zoning and Land Use

Area/Current Land Use	Current Zoning	Future Land Use	Changes Needed
1) Future City landfill site between Nickerson Road, Concord Turnpike, and Kavanaugh Road. A few residences, vacant parcels, and resource conservation areas.	RC, Resource Conservation; R-2, Low-medium density, single-family residential	Public Use	Designate this area "Public Institution" (a new district) in the revised zoning ordinance and map
2) Tobacco Warehouse off "old" Route 460. Now the site of a warehouse.	R-2, Low-medium density, single-family residential	Residential	Warehouse is now a nonconforming use; designate residential in new/revised zoning ordinance (Nonconforming status continues).
3) ACS Transmissions on Route 460. Site of an auto repair business.	R-3, Medium density, two-family residential	Medium density residential	Will continue to be a nonconforming use since the parcel will be part of a medium density residential district.
4) Current City landfill	RC, Resource Conservation; R-2, Low-medium density, single-family residential	Public Park	Designate Public Park (a new district) when the landfill closes in 2014.
5) Area around VDOT offices on Campbell Avenue, currently used as offices, with some residences	R-3, Medium density, two-family residential; R-5, High Density, Multi-family Residential; B-1, Limited Business; B-5, General Business	Public Use, Resource Conservation, Office, Low Density Residential	Zoning districts should be designated to match those shown on the future land use map. Should not include high density residential.
6) Areas affected by VDOT acquisition, rights-of-way along new Route 460, Concord Turnpike extension, and interchange.		Resource Conservation	Designate resource conservation in revised zoning ordinance; include language restricting access directly onto Route 460.
7) Roughly "triangular" area north of Route 460, east of the railroad tracks, and west of Tyreeanna Road/Rockwell Drive intersection	B-3	Low Density Residential	City works with property owners to rezone to residential. Access to parcels will be from Rockwell Road or Aultice Lane

Current Conditions & Constraints**Table 3.2. Areas of Potential Conflict Between Zoning and Land Use (continued)**

Area/Current Land Use	Current Zoning	Future Land Use	Changes Needed
8) Area north of Route 460 and west of railroad tracks now the site of a mobile home park	R-3, Medium Density, Two-Family Residential; B-5, General Business	Employment	This area is isolated by the railroad tracks from other residential areas; it is more appropriate for employment uses. Recommend rezoning in the future when mobile home park's owners support.
9) Triangular parcel east of railroad tracks and adjacent to the City boundary. Vacant	I-2, Light Industrial, Resource Conservation	Low Density Residential, Resource Conservation	Due to constrained access and topography, this parcel may be more suitable for low density residential uses. Evaluate at the time Zoning Map is revised.

The City's current Zoning Ordinance does not have a district for either public parks or public institutions. The City's Comprehensive Plan recommends that these districts be added to a new or revised ordinance.

Topography & Other Challenges

As in much of the rest of the City, the topography of the Tyreeanna/Pleasant Valley area is hilly, with some streams and steeply sloped areas. As indicated in the City's Comprehensive Plan, for environmental reasons these areas should be protected from unsuitable development.

The area's hilly topography is an asset; it offers stunning views of the City, the James River, and the Blue Ridge Mountains. In fact, one of the best views of the City is from the City's current landfill. During the process of choosing a post-closure use for the landfill—and when development is proposed for other locations in the neighborhood with fine views—full advantage should be taken of this asset.

There are also several areas where unknown materials were landfilled previously, including the area behind Truck Body and an area at the end of Kavanaugh Road. These areas are shown as resource conservation areas on the Tyreeanna/Pleasant Valley Future Land Use Map and should be so designated on the City's Zoning Map when it is revised. This designation will prevent construction of inappropriate structures or the uncovering of previously landfilled materials. If, in spite of these constraints, development is proposed in the future, these areas should be treated as brownfields and replanned and rezoned to allow development only after a program of extensive testing has shown that they can be safely developed.

The area along the James River, while subject to flooding, represents a potential asset to the neighborhood and the City. A greenway and trails with a view of the river are shown in this area and provide a connection with other trails and future greenways in the neighborhood. These trails/greenways could also connect with the citywide system, as well as the regional greenways and blueways system now being planned by the Regional 2000 Regional Commission.

Road/Circulation Network

One of the primary issues that motivated the preparation of this neighborhood plan is the impact on the neighborhood of the new Madison Heights Bypass, the James River bridge, the interchange of Route 460 with the Madison Heights Bypass, and the new section of Route 460. The additional traffic expected to flow through the neighborhood when the bypass opens will offer the City an opportunity for an attractive gateway welcoming travelers to Lynchburg, as well as an economic development opportunity in the form of commercial development to serve the traveler. However, this additional traffic will have a major impact on the safety of this stretch of Route 460 and the ability of residents to have access to locations on both sides of Route 460.

Further discussion of the road circulation issue, including the access/corridor management study, and recommendations for resolving the circulation problems are given in Section 5, Areas for Special Planning.

Public Facilities in the Tyreeanna/Pleasant Valley Neighborhood

The Tyreeanna/Pleasant Valley neighborhood is the site of several major public facilities that serve the entire City: the wastewater treatment plant, the current landfill, and the future landfill. City water is available throughout the neighborhood and sewer is available in portions of the neighborhood. Some of these facilities have been the source of problems for the neighborhood, as described earlier in this section. Information about each of these facilities is given below; plans for the future of these facilities are presented in Section 5. Areas for Special Planning.

Wastewater Treatment Plant

The City's Wastewater Treatment Plant has been located at the edge of the neighborhood since the first plant began operation in 1957. The City has expanded the plant four times in the last 15 years and has invested \$3.2 million in an odor control facility that began operating in June 2002. The facility has significantly reduced the odor problem from the plant.

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No further odor control projects are contemplated. However, the City should follow the recommendation in the Comprehensive Plan (page 15.10) that a study be conducted of alternative means of sludge disposal.

Current City Landfill

In 1979, the City opened its first landfill in the neighborhood, closing it in 1993. This landfill site included approximately 25 acres. The City's current landfill, on a site covering 88 acres, has been open since 1993 and is expected to close in 2014. It is being filled in a series of four phases over a total of 36.2 acres. The remaining 51.8 acres serve as buffers, a wood waste processing area, and the location of the scales and landfill operational offices. There is a DEQ-approved closure plan in place.

The landfill has brought problems to the neighborhood in the form of odors, blowing litter, and truck traffic to and from the facility. The City's Waste Management Division has been meeting with residents and working on these problems for several years.

The primary cause of the odors (although not the only one) is the sludge from the wastewater treatment plant as it is disposed of in the landfill. When the sludge is dumped, the odor escapes until the sludge is mixed and covered with waste. While the odor is less now, it is still there and can be pervasive. As mentioned above, a study is recommended to determine if there is an appropriate alternative means of sludge disposal.



The City's current landfill operation, as seen from Tyreeanna Road.

When this landfill is closed and capped, beginning in late 2013 or 2014, the City plans to convert the land to other positive uses rather than let it remain vacant. During the next 10 years, the City will identify possible post-closure uses, evaluate

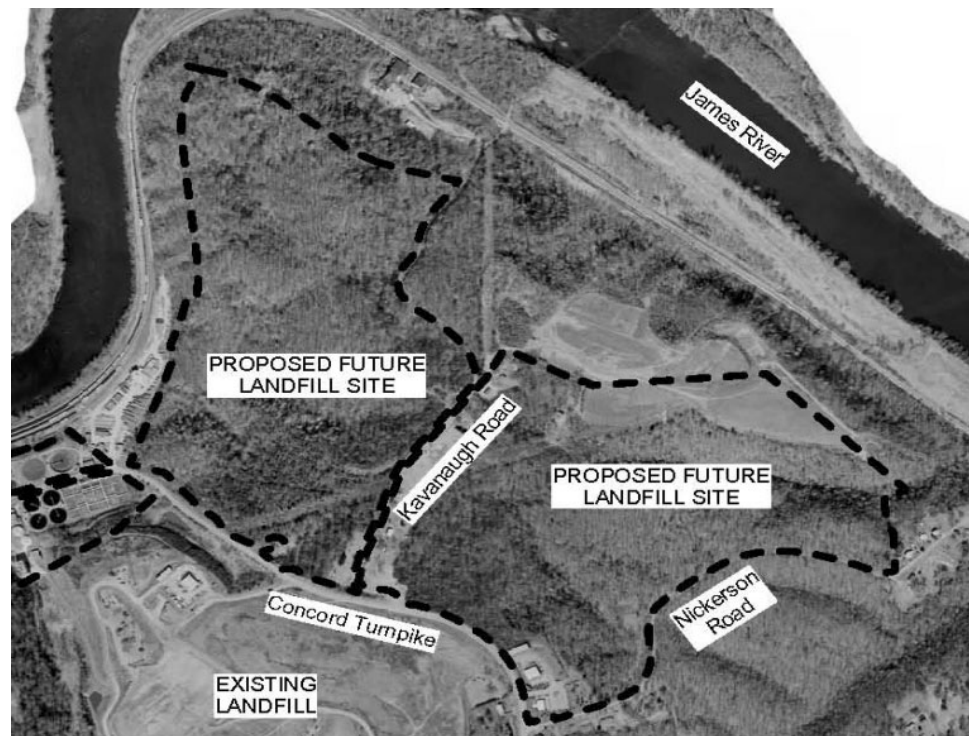
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which best serves the needs of the City and the neighborhood, and determine how to fund the use(s). This 10-year period also gives sufficient time to make any necessary changes in the closure plan for the landfill; a process that can take anywhere from a few months to two years for revised DEQ approval. There is also a cost involved in making changes, both for the engineering and the permit fees.

Additional information about post-closure uses and a process for selecting, funding, and constructing them are given in Section 5, Areas for Special Planning.

Proposed Site of the Future City Landfill

The City also owns a large tract of land on the north side of Concord Turnpike between Nickerson Road, Meadhill Lane, and extending almost to the James River, which is proposed as the site for the next City landfill when the current one closes in 2014. The new landfill is estimated to have a life of 20-25 years. No plans have been prepared for operation of this landfill, but, if the City begins now, there will be ample opportunity to plant additional trees and otherwise take advantage of the 10-year period before this landfill opens. When the City begins planning for this new landfill, one consideration should be possible participation in any regional waste management facilities. If the City does not need the new landfill, that would mitigate impacts on the neighborhood and, possibly, provide a longer-term solution to the City's waste management needs.



Aerial view showing the site of the proposed future City landfill.

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Since the City began operating the current landfill, there have been a number of changes and advances in landfilling methodology. Part of the planning and design process for the new landfill should include an investigation of these new methodologies so that the City can benefit from them.

The City should also follow the recommendation in the Comprehensive Plan (page 15.10) to evaluate possible regional solutions to municipal solid waste disposal.

Sewer Service

At this time, public sewer service is available to properties located on Rockwell Road, Carnell Lane, Concord Turnpike (from the treatment plant to Nickerson Road), and the area around the intersection of Tyreeanna Road, Holcomb Path Road, and Route 460. In the rest of the neighborhood, residences or businesses are served by septic systems. Where the soil is not suitable for septic systems and where sewer service is not available, nothing can be built. The lack of sewer service creates a real disincentive to commercial or retail development and infill housing; in fact, the lack of sewer service will preclude most development.

There are problems with some of the drainfields in the area; they are failing.

The residents and property owners in the area have expressed the desire for sewer service, but have not been willing in sufficient numbers to connect to those sewer lines that are available due to related costs. Without nearly total participation, the City will not be able to recover enough of the costs of residential sewer service to justify the installation of additional lines. At the public workshop held in the neighborhood on February 24, 2003, eight residents (out of 12 who responded) indicated on a questionnaire that they would connect to the City sewer system, if it were available. A review of those who answered the question indicated that one lived on a street where sewer service is already available. Also, one respondent represented several properties. Three other respondents indicated that they would not connect, although one indicated that she would, if her septic system failed.

It is important to note here that installation of a major sewer line can be a multiyear project. So, residents who wait until their septic system fails to look for an alternative hookup to City sewer may not find one available when they need it. The process of providing sewer service to existing residential development involves circulation of a petition to all those who might be served by extension of a sewer line. There is also a cost to the property owner. In other parts of the City when sewer lines have been extended to existing residences, residents have paid a portion of the cost of the extension and the fees to connect their homes to that extension.

Residents attending the workshop received up-to-date cost figures for City connection and availability fees, as well as an estimate of costs for installation of a private lateral from the property line to their home. These costs were compared with potential repair and replacement costs for a septic system. It is important to

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note that some septic repair projects have a limited life; they will not extend the useful life of a drainfield for another 20 to 30 years. Cost estimates for sewer connection and some major repairs are shown in Table 3.3.

Table 3.3. Comparison of Sewer and Septic System Costs.

Sewer Costs		Septic Repair/Replacement Costs	
City Availability Fee	\$ 1,950	Major Repair/ Replacement of Drainfield (estimate)	\$1,500 - 2,500
City Connection Fee	700		
Subtotal	\$ 2,650		
Installation of 100-foot Private Lateral Line at \$5 to \$20 per foot	\$500 - 2,000	Replacement field with a pump and a second tank	\$4 - 5,000
Estimated Total	\$3,150 - \$4,650		

Residents indicate that the cost of sewer service is high and that they believe such service should be provided for them as it has been in other areas of the City. However, in other neighborhoods, developers paid for sewers and the City installed them at the time the development was first constructed. Thus, the costs of sewer service were included in the price of these homes. There are some other neighborhoods in the City that are similar to Tyreeanna/ Pleasant Valley in that they were developed prior to their annexation into the City and do not have sewer connections. Residents of these neighborhoods will need to pay for the costs of sewer systems and hookups just as residents of other neighborhoods have.

In order for the City to address the feasibility of providing sewers for residences not currently served and to encourage development of the proposed Village Center area, the City's Utilities Division prepared preliminary cost estimates for two lines—and two pump stations due to the topography—to serve much of the neighborhood. It should be noted that the rest of the City is served by gravity fed sewers; these pump stations would be the first ones in the City. Further, provision of sewer service to encourage development of the proposed Village Center area would require a change in the City's current sewer policy. Right now, those proposing to develop a site come forward with a plan and provide the sewer service as a part of development.

The Utility Division's preliminary cost estimate divides the unsewered portions of the neighborhood into two areas: 1) the proposed Village Center and Holcomb Path Road area (commercial and residential areas), and 2) the area east of the proposed Village Center near the new Route 460 interchange (residential area).

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Area	Total Cost	Approx. # of Lots Served	20-Year Payback	% Payback
Village Center/Holcomb Path Road	\$444,212.00	25	\$250,000.00	56%
East of Village Center/interchange	1,205,045.00	85	\$510,000.00	42%
Total cost for both areas	\$1,649,257.00	110		

Payback, as used here, means the recovery of the cost of sewer lines and related facilities by the City through connection fees and monthly bills. Payback is affected by the number of connections, the length of the sewer line, and the requirement for pump stations. The payback figures derived from this preliminary study are not sufficient to encourage the City to provide sewer service to the remainder of the neighborhood.

Additional information about sewer service is given in Section 5, Areas for Special Planning.

Water

City water is available throughout the neighborhood, but some households have chosen not to connect. Again, the cost is cited as the reason, along with the issue of fairness—why should residents of this neighborhood have to pay for connections that those in other neighborhoods have not. However, the City has complied with the terms of the Order of Annexation related to water improvements. In other City neighborhoods, the developer connected all the homes to the City water system at the time the homes were originally constructed and the costs of connection were included in the price of the homes. The City has not made a practice of connecting to City water homes built prior to annexation and served by wells. If owners of these homes wish to connect, the process is the same as for connection to the City's sewer system.

The availability of City water is also an incentive for businesses to locate in the neighborhood.